

Message Text

CONFIDENTIAL

PAGE 01 LUSAKA 00395 01 OF 02 171450Z

47

ACTION OES-05

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R 171306Z FEB 76

FM AMEMBASSY LUSAKA

TO SECSTATE WASHDC 2836

C O N F I D E N T I A L SECTION 1 OF 2 LUSAKA 0395

FOR INTERAGENCY TASK FORCE ON POPULATION POLICY

EO 11652: GDS

TAGS: SPOP, ZA

SUBJECT: IMPLICATIONS OF WORLDWIDE POPULATION GROWTH FOR US
SECURITY AND OVERSEAS INTERESTS

REF: STATE 301427, STATE 297241

1. ZAMBIA'S BASIC POPULATION POLICY. ZAMBIA DOES NOT HAVE A
POLICY OF POPULATION LIMITATION OR CONTROL. OFFICIALLY, ZAMBIAN
LEADERS SAY THEIR COUNTRY IS STILL UNDER-POPULATED IN TERMS OF
LARGE AREAS OF UNSETTLED AND UNCULTIVATED RURAL LAND. BIRTH
"CONTROL" REMAINS A CONTROVERSIAL SUBJECT IN ZAMBIA AND GOVERNMENT
LEADERS HAVE REJECTED ANY SUGGESTION FOR FORMULATION OF A
NATIONAL POPULATION CONTROL POLICY. HOWEVER, THE GOVERNMENT
DOES RECOGNIZE AND EVEN ENCOURAGES RIGHT OF INDIVIDUAL COUPLES
TO DETERMINE FOR THEMSELVES NUMBER AND SPACING OF THEIR
CHILDREN. MINISTRY OF HEALTH THEREFORE IN CONJUNCTION WITH
PRIVATE ORGANIZATIONS LIKE FAMILY PLANNING AND WELFARE
ASSOCIATION OF ZAMBIA (FPWAZ) DOES PROVIDE INFORMATION ON
FAMILY PLANNING AND CONTRACEPTIVE MATERIALS TO THOSE PARENTS WHO
WISH THEM. THERE HAS BEEN OVER THE PAST TWO OR THREE YEARS SOME
INCREASED INTEREST WITHIN GRZ AND ESPECIALLY WITHIN MINISTRY OF
HEALTH IN FAMILY PLANNING, STIRRED IN PART BY PARTICIPATION IN
1974 WORLD POPULATION YEAR CONFERENCE AND BY SUBSEQUENT INTER-
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PAGE 02 LUSAKA 00395 01 OF 02 171450Z

NATIONAL AND NATIONAL CONFERENCES WITHIN ZAMBIA DEVOTED TO SUBJECT.

A SMALL BUT GROWING NUMBER OF ZAMBIAN NURSES AND OTHER MEDICAL PERSONNEL ARE BEING EXPOSED TO FAMILY PLANNING CONCEPTS WITHIN CONTEXT OF M/CH TRAINING. THERE IS LITTLE STIMULUS FROM TOP, HOWEVER, PRESIDENT KAUNDA, HIMSELF A FATHER OF NINE, HAS STATED THAT HE "WOULD NOT SUPPORT ANY ATTEMPTS TO CURB GROWTH OF OUR POPULATION." INSTEAD, PRESIDENT PRESCRIBED HARD WORK AND BOOSTING PRODUCTIVITY, ESPECIALLY IN AGRICULTURE, AS THE ANSWER TO GROWING PROBLEMS OF UNEMPLOYMENT AND PRESSURES OF POPULATION ON EXISTING FOOD RESOURCES. IT WOULD BE FAIR TO SAY THAT PRESIDENT'S REMARKS REFLECT PREVAILING NATIONAL ATTITUDES IN WHICH RELIGIOUS AS WELL AS TRADITIONAL VALUES HAVE TENDED TO FAVOR LARGE FAMILIES. EVEN THOSE EFFORTS MADE BY MINISTRY OF HEALTH AND OTHER ORGANIZATIONS TO ENCOURAGE BETTER FAMILY SPACING ARE HAMPERED, PARTICULARLY IN RURAL AREAS BUT EVEN IN SOME CITIES, BY SHORTAGE OF TRAINED STAFF AND OF TRANSPORT WHICH LIMIT CONTACTS WITH THOSE MOST IN NEED OF SUCH HELP.

2. ASSESSMENT OF ZAMBIA'S POPULATION PROGRAM. AS INDICATED ABOVE, ZAMBIA DOES NOT REALLY HAVE A POPULATION PROGRAM AS SUCH. SO LONG AS THIS ESSENTIALLY LAISEZ-FAIRE ATTITUDE TOWARD POPULATION GROWTH PERSISTS, IT IS DIFFICULT TO BELIEVE THAT ANY SUBSTANTIAL DECLINE IN NATIONAL FERTILITY WILL RESULT. WE NO LONGER HAVE A BILATERAL AID PROGRAM WITH ZAMBIA AND ANY USG ASSISTANCE TO ZAMBIA IN POPULATION FIELD COMES LARGELY THROUGH WORK OF CONTRACTORS LIKE IPPF AND MEHARRY MEDICAL SCHOOL WHICH HAVE WORKED WITH FPWAZ AND MINISTRY OF HEALTH (M/CH TRAINING FOR NURSES) RESPECTIVELY. UNFORTUNATELY, FPWAZ HAS SUFFERED CONTINUOUSLY FROM STAFF PROBLEMS AND AN UNCOORDINATED APPROACH TO EXPANSION OF ITS ACTIVITIES. A NEW BOARD WAS RECENTLY ELECTED, SEARCH FOR A NEW EXECUTIVE DIRECTOR IS UNDER WAY, AND PLANS ARE TO MOVE THE FPWAZ HEADQUARTERS FROM NDOLA TO THE NATIONAL CAPITAL WHERE IT WILL BE ABLE TO MAINTAIN BETTER AND MORE CONSTANT LIAISON WITH GRZ MINISTERIES, RULING PARTY OFFICIALS, AND FOREIGN AND INTERNATIONAL DONORS. VALUE OF MEHARRY TRAINING PROGRAMS HAS BEEN OBSCURED SOMEWHAT BY ZAMBIAN PRACTICE OF ALMOST IMMEDIATELY TRANSFERRING TO MORE RESPONSIBLE AND SUPERVISORY POSITIONS THOSE NURSES WHO HAVE COMPLETED PROGRAM. FEW HAVE OPPORTUNITY PUT INTO PRACTICE WHAT THEY HAVE JUST LEARNED. MEHARRY IS AWARE OF THIS PROBLEM AND IS WORKING WITH MINISTRY OF HEALTH TO FIND WAY TO ENSURE THAT TRAINING SKILLS ARE BOTH RETAINED

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 LUSAKA 00395 01 OF 02 171450Z

AND PASSED ON BY RETURNEES. WE BELIEVE BOTH IPPF SUPPORT FOR FPWAZ AND MEHARRY TRAINING PROGRAMS SHOULD BE CONTINUED BY CONTRACTORS SHOULD INSIST IN BOTH CASES UPON BETTER UTILIZATION OF MATERIALS AND TRAINING SKILLS IMPARTED UNDER THEIR PROGRAMS. AT THIS STAGE INCREASED TRAINING IN MANAGEMENT OF FAMILY PLANNING PROGRAMS WOULD APPEAR TO BE ESPECIALLY CRUCIAL IF FPWAZ IS TO SURVIVE AND TO MAKE VALUABLE CONTRIBUTION TO ZAMBIA.

3. IMPACT OF POPULATION ON NATIONAL DEVELOPMENT. ZAMBIA IS NATION OF ABOUT FIVE MILLION PEOPLE WITH ANNUAL GROWTH RATE ESTIMATED IN 1969 - 74 PERIOD AT ABOUT 2.9 TO 3.0 PERCENT. THIS REPRESENTS INCREASE IN GROWTH RATE COMPARED TO 2.5 PERCENT IN 1963-68 PERIOD. ZAMBIAN DIRECTOR OF STATISTICS HAS ESTIMATED THAT IF PRESENT GROWTH RATE PERSISTS POPULATION WILL DOUBLE BY YEAR 2000. BARRING SIGNIFICANT INCREASE IN AGRICULTURAL SELF-SUFFICIENCY, THIS WOULD MEAN INCREASE IN AGRICULTURAL IMPORTS, ESPECIALLY OF COMMODITIES LIKE WHEAT WHICH ARE LARGELY CONSUMED IN URBAN AREAS WHERE POPULATION GROWTH HAS BEEN MOST PRONOUNCED. DEMAND FOR QUALITY, LARGELY IMPORTED FOODS AND OTHER CONSUMER GOODS HAS BEEN RISING. DESPITE PARTY AND GOVERNMENT PROTESTATIONS OF CONCERN OVER THIS SITUATION AND POLICY DECLARATIONS THAT RURAL DEVELOPMENT AND EXPANSION OF AGRICULTURAL PRODUCTION WILL BE EMPHASIZED IN THE THIRD NATIONAL DEVELOPMENT PLAN (1977-81), PUBLIC SECTOR CAPITAL INVESTMENT IN AGRICULTURE HAS ACTUALLY BEEN FALLING. THEREFORE IT REMAINS QUESTIONABLE WHETHER AGRICULTURAL SELF-SUFFICIENCY CAN BE ACHIEVED AT A RATE SUFFICIENT TO MATCH ZAMBIA'S RELATIVELY HIGH POPULATION GROWTH.

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PAGE 01 LUSAKA 00395 02 OF 02 171556Z

47

ACTION OES-05

INFO OCT-01 AF-06 ISO-00 SS-15 NSC-05 AID-05 HEW-02 AGR-05

SP-02 CIAE-00 INR-07 NSAE-00 EB-07 SIL-01 LAB-04

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R 171306Z FEB 76

FM AMEMBASSY LUSAKA

TO SECSTATE WASHDC 2837

C O N F I D E N T I A L SECTION 2 OF 2 LUSAKA 0395

FOR INTERAGENCY TASK FORCE ON POPULATION POLICY

4. IMPACT OF POPULATION GROWTH ON SOCIO-ECONOMIC DEVELOPMENT. THERE IS NO DOUBT BUT THAT ZAMBIA'S CONTINUED RATE OF POPULATION GROWTH IS HAVING A NEGATIVE IMPACT ON EMPLOYMENT, SOCIAL SERVICES, ETC. DIMENSIONS OF EMPLOYMENT PROBLEM ARE EVIDENT FROM GRZ ADMISSION LAST YEAR THAT ONLY 8,000 ADDITIONAL JOBS ARE BEING

CREATED ANNUALLY AGAINST PROJECTION IN 1971-76 SECOND NATIONAL DEVELOPMENT PLAN OF 67,000 NEW JOBS -- 37,000 OF THEM IN URBAN SECTOR -- NEEDED ANNUALLY. IN 1967 LABOR DEPARTMENT REGISTERED 123,000 JOB SEEKERS; ESTIMATES FOR 1976 STAND AT ALMOST TWICE THAT NUMBER, LEAVING ASIDE SOME 98,000 YOUNG ZAMBIANS WHO LEFT SCHOOL IN DECEMBER 1975 AND FOR MOST OF WHOM NO STEADY EMPLOYMENT PROSPECTS EXIST. SITUATION IS ESPECIALLY ACUTE IN URBAN AREAS WHERE GROWTH RATE (BIRTHS PLUS INTERNAL MIGRATION COMBINED) AVERAGED 6.8 PERCENT IN 1971-76 PERIOD. PROPORTION OF URBAN TO TOTAL POPULATION IS OFFICIALLY ESTIMATED TO HAVE GROWN FROM 29 PERCENT IN 1969 TO 37 PERCENT IN 1976. GRZ ANSWER TO THIS PROBLEM HAS BEEN TO ENCOURAGE UNEMPLOYED TO RETURN TO RURAL AREAS AND TAKE UP FARMING. SO FAR GOVERNMENT HAS BEEN RELYING ON VOLUNTARY MIGRATION BACK TO COUNTRYSIDE BUT AS THIS HAS HAD LITTLE EFFECT IT MAY SOON MOVE TOWARD COMPULSORY TRANSFERS OF SURPLUS URBAN POPULATION TO RURAL AREAS USING POWERS INVESTED IN PRESIDENT BY PROCLAMATION OF FULL STATE OF EMERGENCY IN JANUARY 1976. ADMINISTRATIVE MACHINERY AS WELL AS CAPITAL RESOURCES THAT WOULD BE REQUIRED TO EFFECT WHOLE-SCALE TRANSFERS OF POPULATION DO
CONFIDENTIAL

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PAGE 02 LUSAKA 00395 02 OF 02 171556Z

NOT EXIST, HOWEVER, AND WE BELIEVE GRZ WILL END UP SETTLING FOR COMPARATIVELY MODEST RATE OF REVERSE MIGRATION TO RURAL AREAS WHICH WILL REDUCE BUT CANNOT SIGNIFICANTLY EASE SOCIAL SERVICES AND OTHER PROBLEMS IN URBAN AREAS. IN EFFECT, ZAMBIAN AUTHORITIES WILL LIKELY TRY TO TACKLE UNEMPLOYMENT AND POPULATION DISTRIBUTION PROBLEMS THROUGH PALLIATIVES AND GIMMICKS RATHER THAN BY WIDE-SCALE, COORDINATED ATTACK ON FUNDAMENTAL PROBLEM OF RAPID POPULATION GROWTH.

5. ENVIRONMENTAL IMPACT OF POPULATION GROWTH. LITTLE INFORMATION IS AVAILABLE ON THIS ASPECT BUT OUR IMPRESSION IS THAT ON NATIONAL SCALE THIS IS NOT YET A SERIOUS PROBLEM. SOME DISTRICTS MAY BE AFFECTED BY OVERCROPPING OR BY LOCAL PRACTICE OF CHITUMENGE (SLASH AND BURN) AGRICULTURE BUT THERE CONTINUE TO BE WIDE AREAS OF ZAMBIA WHICH ARE ARABLE AND COULD PROFITABLY BE CULTIVATED GIVEN SUFFICIENT INCENTIVES AND MODERN AGRICULTURAL TECHNIQUES. FLOOD AND DROUGHT MAY IN SOME ISOLATED CASES BE RESPONSIBLE FOR DEPARTURE OF RURAL POPULATION FOR THE CITIES BUT OVERALL ZAMBIA CONTAINS VAST AND SPARSELY POPULATED AREAS, MANY OF WHICH COULD TAKE LARGER POPULATION IF PROPERLY DEVELOPED.

6. POSSIBLE POLITICAL AND STRATEGIC CONSEQUENCES OF POPULATION GROWTH. WE DO NOT SEE ZAMBIAN POPULATION GROWTH OVER NEXT TWO DECADES AS LIKELY CREATE SERIOUS PROBLEM FOR ZAMBIA'S NEIGHBORS. AS MENTIONED ABOVE, ZAMBIA DOES CONTAIN POTENTIAL ROOM FOR POPULATION EXPANSION INTO PRESENTLY UNDERPOPULATED RURAL AREAS. SO FAR, ZAMBIA HAS BEEN ABLE TO ABSORB SOME THOUSANDS OF IMMIGRANTS FROM RHODESIA AND REFUGEES FROM ANGOLA AND OTHER SOUTHERN AFRICAN STATES BUT ITS WILLINGNESS TO DO SO WILL DECLINE

AS INTERNAL POPULATION PRESSURES INCREASE. INTERNALLY, MIGRATION INTO CITIES AND RISING URBAN UNEMPLOYMENT HAVE MEANT INCREASE IN CRIME AND BREEDING PLACES FOR URBAN UNREST. IT IS CONCERN OVER THIS PROBLEM WHICH AS MUCH AS DESIRE TO INCREASE AGRICULTURAL PRODUCTION HAS INDUCED GRZ TO STRESS RURAL RECONSTRUCTION AND RECRUITMENT OF UNEMPLOYED URBAN YOUTH INTO NATIONAL SERVICE FOR DEPLOYMENT IN RURAL AREAS. WE ALSO BELIEVE THAT CONCERN OVER THIS SITUATION AND ITS POTENTIAL IMPLICATIONS FOR INTERNAL POLITICAL STABILITY IS REFLECTED IN SEEMINGLY GROWING IMPATIENCE OF PRESIDENT KAUNDA WITH VOLUNTARY RESPONSE TO SUCH MEASURES AS RURAL RECONSTRUCTION AND HIS INAUGURATION IN LATE 1975 OF NEW POLICY OF COMPULSORY NATIONAL SERVICE FOR ALL HIGH SCHOOL GRADUATES.

CONFIDENTIAL

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PAGE 03 LUSAKA 00395 02 OF 02 171556Z

THIS MAY BE FOLLOWED BY CONSCRIPTION OF URBAN UNEMPLOYED FOR AGRICULTURAL SERVICE.

7. COOPERATION WITH INTERNATIONAL ORGANIZATIONS AND OTHER DONORS. UNDP IS BEGINNING TO PAY MORE ATTENTION TO POPULATION PROBLEMS BUT ITS EFFORTS IN THIS AREA ARE CONSTRAINED BY ABSENCE OF A ZAMBIAN POPULATION POLICY AND BY POORLY ELABORATED AND COORDINATED ZAMBIAN APPROACHES TOWARD FAMILY PLANNING. MAIN FOCUS OF WHO ADVISORY EFFORT HERE HAS BEEN TOWARD PROBLEMS OF MEDICAL ADMINISTRATION, MALNUTRITION, AND COMMUNICABLE DISEASE RATHER THAN POPULATION CONTROL AS SUCH. THROUGH ITS LOAN TO CITY OF LUSAKA TO UNDERTAKE UPGRADING OF SQUATTER COMPOUNDS, IBRD IS BEGINNING TAKE AN INTEREST IN URBAN SOCIOLOGICAL ISSUES BUT SO FAR THIS HAS NOT EXPRESSED ITSELF IN SUPPORT FOR FAMILY PLANNING. PRIMARY OUTSIDE ASSISTANCE AND SUPPORT FOR FAMILY PLANNING ACTIVITIES IN ZAMBIA HAS COME FROM IPPF, POPULATION COUNCIL, AND PATHFINDERS, WHICH HAVE WORKED WITH FPWAZ AND MEDICAL INSTITUTIONS LIKE UNIVERSITY TEACHING HOSPITAL IN LUSAKA. NO DONOR CONSORTIUM PRESENTLY EXISTS IN ZAMBIA, AND EXCHANGE OF INFORMATION AMONG DONORS ON FAMILY PLANNING MATTERS HAS BEEN MINIMAL.

8. IN ABSENCE OF BILATERAL US AID PROGRAM FOR ZAMBIA, AND IN VIEW STILL CONTROVERSIAL ISSUE HERE OF PROGRAMS THAT SMACK OF POPULATION "CONTROL" OR BIRTH LIMITATION, WE CONSIDER IT DESIRABLE THAT USG WORK TO EXTENT POSSIBLE THROUGH INTERNATIONAL AND NON-GOVERNMENTAL ORGANIZATIONS TO (A) PROMOTE CONCEPT OF FAMILY PLANNING AS INTEGRAL PARTY OF ECONOMIC DEVELOPMENT PROCESS, (B) ENCOURAGE INCLUSION OF FAMILY PLANNING INFORMATION AND ASSISTANCE AS PART OF INTEGRATED SYSTEM OF NATIONAL HEALTH DELIVERY, AND (C) TRAIN AND STRENGTHEN MANAGEMENT AND ADMINISTRATION OF FAMILY PLANNING PROGRAMS, ESPECIALLY FPWAZ WHICH IS ONLY INDIGENOUS NON-GOVERNMENTAL ORGANIZATION CONCERNED WITH FAMILY PLANNING. GIVEN PRIORITIES INDICATED STATE 297241 FOR US STRATEGY FOR POPULATION ASSISTANCE, ZAMBIA DOES NOT AT PRESENT REPRESENT AREA OF SPECIAL CONCERN. IN COMING DECADES THIS

ASSESSMENT COULD CHANGE, HOWEVER, IF GRZ IS UNABLE EITHER TO
FACE UP MORE SQUARELY TO ITS LONG-TERM POPULATION PROBLEM OR
SUCCESSFULLY TO REVERSE PRESENT IMBALANCE IN CAPITAL INVESTMENT
BETWEEN RURAL AND URBAN AREAS, THUS GIVING RISE TO POTENTIALLY
SERIOUS FOOD SUPPLY PROBLEMS IN COMING YEARS.

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PAGE 04 LUSAKA 00395 02 OF 02 171556Z

9. RESPONSE TO REFTELS HAS BEEN SENT IN CABLE FORM TO MEET
DEADLINE SET BY INTERAGENCY TASK FORCE.
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